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Joint Inspection Unit

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Note by the Secretary-General

Addendum

The Secretary-General has the honour to transmit for the consideration of the members of the General Assembly his comments on the report of the Joint Inspection Unit entitled "Evaluation of results-based budgeting in peacekeeping operations" (JIU/REP/2006/1) (see A/60/709).

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Summary

The report of the Joint Inspection Unit was prepared in response to the request of the General Assembly in paragraph 7 of its resolution 57/290 B "to submit to the General Assembly at its resumed sixtieth session an evaluation of the implementation of results-based budgeting in peacekeeping operations". The Secretary-General welcomes the Joint Inspection Unit's acknowledgement of the positive trend, in particular in the application of results-based budgeting frameworks in certain field operations and the progress thus far achieved since its introduction in 2002, noting that the application of results-based budgeting in peacekeeping operations has facilitated a greater understanding of the need to focus on the achievement of results.

I. General comments

1. The Joint Inspection Unit was requested by the General Assembly in paragraph 7 of its resolution 57/290 B, "to submit to the General Assembly at its resumed sixtieth session an evaluation of the implementation of results-based budgeting in peacekeeping operations". The report of the Joint Inspection Unit goes beyond the request of the General Assembly and focuses mainly on an application of results-based management based on the Joint Inspection Unit's own prescribed results-based management framework, which was set out in its previous reports entitled "Managing for results in the United Nations system" (JIU/REP/2004/5-8).

2. It is therefore worth reiterating the views expressed in the second paragraph of the summary of the note by the Secretary-General (A/59/617/Add.1) responding to those reports: "While agreeing, in principle, on the practical benefits of utilizing the benchmarks suggested in the report by which performance and efficiency may be judged, most CEB [United Nations System Chief Executives Board for Coordination] members observe that each organization of the system would need to adapt the proposed benchmarks to its particular circumstances, programmes and outputs before they could be applied." These comments apply equally to the application of the recommended benchmarking framework to the peacekeeping context.

3. The Department of Peacekeeping Operations is in the process of implementing organizational and managerial initiatives that would address some of the concerns raised by the Joint Inspection Unit. The initiatives, which are being undertaken in consultation with the Department of Management, address issues on the ongoing reform agenda, including budget review, departmental restructuring, the new integrated mission planning process, the redefinition of staffing and conditions of service, and the further development of results-based budgeting. The Secretary-General's Policy Committee has mandated a review of the integrated mission planning process, and all questions relating to planning for peacekeeping operations are subject to that review.

4. With regard to the Joint Inspection Unit's findings that the preparation of results-based budgeting frameworks is done mainly by administrative support units, it must be noted that all missions have a substantive staff member as the overall results-based budgeting focal point. Usually, it is the Chief of Staff, except in small missions. In missions headed by a Force Commander (e.g., the United Nations Interim Force in Lebanon and the United Nations Disengagement Observer Force), a senior military person may serve as a results-based budgeting focal point. Similarly, the Office of Operations acts as the overall results-based budgeting focal point in the Department of Peacekeeping Operations. Results-based budgeting workshops, beginning with the one held in July 2003 in Cyprus, have included some substantive and senior military staff in addition to chief administrative officers and chief budget officers. Substantive staff prepared draft results-based budgeting frameworks for their missions at these workshops and in many cases returned to their missions as the results-based budgeting focal points. The mission administration prepares the support component only. The administration cannot draft the support component of the results-based budgeting framework until the substantive areas have prepared their own frameworks, as the support outputs are driven by substantive-area outputs. Many of the results-based budgeting focal points have been adequately trained in preparing such frameworks. During 2005, results-based budgeting workshops were

held at the United Nations Operation in Côte d'Ivoire, the United Nations Stabilization Mission in Haiti, the United Nations Interim Administration Mission in Kosovo, the United Nations Operation in Burundi and the United Nations Mission in the Sudan. The participants in the workshops included results-based budgeting focal points. They were provided with specific guidance on drafting their frameworks. In addition, many results-based budgeting focal points and budget committee members in other missions received prior training and were issued with training materials. Most of the results-based budgeting focal points for support components are the chief budget officers, who have received results-based budgeting training. In parallel, and in consultation with mission leadership counterparts, Department of Peacekeeping Operations managers are integrally involved in the exercise — from the formulation of strategic guidance to initiate the process, to the planning aspects and substantive elements comprising the results-based budgeting frameworks, to the approval of the latter and decisions on financial and material support for mandate implementation.

II. Specific comments on recommendations

Recommendation 1

The General Assembly, in pursuance of its resolution 55/231, may wish to request the Secretary-General to develop any feasible measures for the implementation of results-based management and apply them gradually towards its full implementation in peacekeeping operations.

5. The Secretary-General takes note of the recommendation.

Recommendation 2

The Secretary-General should develop a concrete proposal to assist the Security Council in the adoption of coherent and consistent mandates and objectives for peacekeeping operations and the provision of related resources for their actual implementation and submit the proposal to the relevant organs for consideration and approval.

6. The Secretary-General agrees that there should be more consistency in mandates and objectives. He stands ready to make detailed proposals in this regard to the Security Council, the legislative body responsible for establishing mandates of peacekeeping operations, if requested to do so.

Recommendation 3

The Secretary-General should ensure that his reports to the Security Council and the General Assembly on peacekeeping operations conform with results-based management principles, methodology and benchmarks, in particular with regard to the need for proposing specific, measurable, attainable, relevant and time-bound (SMART) mandates and objectives.

7. The budgetary reports to the General Assembly conform with results-based management principles in that they link proposed resources with planned results.

Recommendation 4

Since the nature of peacekeeping operations has evolved so that they are complex, multidimensional operations, the General Assembly should revisit the recommendation contained in the report of the Panel on United Nations Peace Operations (see A/55/305-S/2000/809) requesting the Secretary-General to establish an entity, referred to as the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat, that would support the information and analysis needs of all members of the Executive Committee on Peace and Security, and approve it.

8. The recommendation is noted. The Department of Peacekeeping Operations continues to support the establishment of an Information and Strategic Analysis Secretariat capacity to aid the information and analysis needs of the members of the Executive Committee on Peace and Security.

Recommendation 5

The Secretary-General, in his capacity as Chairman of CEB, should lead the preparation of an institutional framework within CEB, proposing the operational doctrine, road map, rules of engagement and guidelines for the United Nations system involvement in integrated peace missions, to be submitted for consideration and approval by the respective legislative organs of the United Nations system organizations.

9. The Secretary-General takes note of the recommendation.

Recommendation 6

Besides the development of the proposed institutional framework referred to in recommendation 5 above, the Secretary-General should exercise his authority to enforce full integration and coordination within the United Nations Secretariat and the United Nations funds and programmes throughout the planning, programming, budgeting and monitoring, evaluation and reporting cycle of the integrated peace missions by (a) formulating a clear instruction in this respect and (b) designating a leading coordinator department.

10. The Secretary-General takes note of the recommendation.

Recommendation 7

With a view to improving the planning, programming and budgeting exercise, the Secretary-General should ensure that his initial report to the Security Council regarding a new integrated peace mission contains:

(a) An accurate, comprehensive pre-assessment of the situation in the country concerned in all its aspects, drawn from his experience during his good offices and other conflict-prevention action and actual experience of the United Nations system and other partners;

(b) A clear statement of the political commitments of the parties involved in the conflict and other external factors that may have an impact on the implementation of the integrated mission planning process;

(c) A detailed assessment of programme and resource requirements, fully aligned with the proposed expected results/accomplishments, their sources and the related pre-agreed division of labour among the partners involved (United Nations departments, programmes and funds, specialized agencies, other international organizations and non-governmental organizations).

11. Inputs of the Secretary-General to the deliberations of the Security Council during its initial consideration of new integrated peace missions are consistent with the recommendation. However, the Secretary-General would require the guidance of the General Assembly with regard to part (c) of the recommendation.

Recommendation 8

The Security Council and the General Assembly may wish to adopt the following procedure for approving future peacekeeping operations:

(a) The Security Council approves the initial start-up of the peacekeeping operations based on the preliminary assessment submitted by the Secretary-General as described in recommendation 7 above, while the General Assembly approves an initial financial commitment;

(b) Once the initial deployment has taken place, the relevant Special Representative of the Secretary-General should prepare a detailed and more accurate integrated mission planning process, based on the assessment referred to in recommendation 7 (c) above, to be submitted to the Secretary-General for his review and approval, and subsequently to the Security Council and the General Assembly;

(c) The Security Council considers and approves the integrated mission planning process as the long-term planning tool for the mission, while the General Assembly approves its programme and financial implications;

(d) The Secretary-General should call the attention of the Security Council and the General Assembly to discrepancies between their legislative decisions with a view to reconciling them;

(e) The integrated mission planning process may be reviewed in the light of potential changes of the initial assumptions following the same approach described above.

12. Any change in the current procedures would require the consideration and approval of the appropriate legislative bodies. The Secretariat will participate in the discussion and consideration of the various elements of the recommendation.

Recommendation 9

The Secretary-General should instruct the Department of Peacekeeping Operations to take steps to move from results-based budgeting towards results-based management by, inter alia, consolidating the current results-based budgeting framework and the integrated mission planning process into a single planning, programme budgeting, monitoring evaluation and reporting exercise.

13. The Secretary-General is prepared to give consideration to the recommendation. This is in keeping with his attempts to reform the United Nations into a more results-oriented organization. As stated in the summary of his recent

report entitled "Investing in the United Nations: for a stronger Organization worldwide" (A/60/692 and Corr.1), "the budget and planning process should be explicitly linked to results and managerial performance, as part of a more rigorous monitoring and evaluation framework."

Recommendation 10

The Secretary-General should:

(a) **Instruct the Department of Peacekeeping Operations/Office of Programme Planning, Budget and Accounts to speed up the ongoing efforts to develop the enterprise budgeting application;**

(b) **Ensure that the enterprise budgeting application project is compatible with the information management systems currently in place to support the implementation of results-based management.**

14. The enterprise budgeting application is planned to be rolled out in June 2007. The originally planned launch date of June 2006 is no longer feasible due to legal issues with the originally selected vendor during the contract negotiation phase.

Recommendation 11

In order to consolidate and demonstrate the improved efficiencies and benefits realized by results-based budgeting, the Secretary-General should consolidate the current progress reports and performance reports related to the results-based budgeting frameworks into single reports addressed to both the Security Council and the General Assembly. The first type would be issued quarterly, like the current progress reports, but it should include a synopsis of the results-based budgeting frameworks, including a snapshot of the financial situation. The second type would be a more detailed annual report, similar to the current performance reports but including, in addition to the current reporting on results-based budgeting frameworks and financial data, more detailed narratives on the substantive side.

15. The Secretariat will explore the suggestion of including more detailed narratives on the substantive side in the budget performance reports.

Recommendation 12

The Secretary-General should:

(a) **Formally institutionalize programme self-evaluation as an integral element of the Department of Peacekeeping Operations monitoring system;**

(b) **Provide the Peacekeeping Best Practices Section with adequate evaluation capacity to assist peacekeeping operations in their self-evaluation exercise and undertake thematic evaluation.**

16. The Department of Peacekeeping Operations conducts extensive self-evaluation exercises, and the Department will continue to monitor the capacity of the Peacekeeping Best Practices Section to assist with and undertake evaluations.

Recommendation 13

The Department of Peacekeeping Operations should develop a results-based management training module, based on the Joint Inspection Unit benchmarking framework for results-based management and other modules developed by other United Nations system organizations and the United Nations Staff College, to train all staff of peacekeeping operations, with priority accorded to senior management and the results-based management focal points. This module should be available online and used systematically in the induction of all staff hired to serve in peacekeeping operations. It should also be made available to members of the Security Council, the Fifth Committee, the Special Committee on Peacekeeping Operations, the Advisory Committee on Administrative and Budgetary Questions, the Board of Auditors, the Office of Internal Oversight Services and any other body concerned with peacekeeping operations, for self-training purposes. Furthermore, the Secretary-General should organize briefing/training sessions open to the participation of the members of the organs and bodies mentioned above.

17. The Secretariat has extensive and comprehensive training materials for results-based budgeting. The Department of Peacekeeping Operations will work closely with the Department of Management in developing and delivering training, within the context of results-based management practices being implemented as part of the Secretary-General's reform agenda.

Recommendation 14

The Secretary-General should undertake a review of human resources management in all its aspects within peacekeeping operations, with a view to realigning its policies, regulations, rules, procedures and practices with the specific needs of the peacekeeping operations in a results-based management framework, and present a revised human resources management policy framework for the consideration and approval of the General Assembly at the resumed part of its sixty-first session.

18. The Secretary-General has already begun addressing the human resources management within the peacekeeping operations as part of his ongoing reform. As he recently reiterated in his report to the General Assembly (A/60/692 and Corr.1), the entire vision for human resources reform is explicitly linked to progress in results-based management. The Department of Peacekeeping Operations is currently in the process of developing a revised concept for staffing missions. The harmonization of conditions of service of staff serving in field missions is a critical element of the Secretary-General's human resources management reform framework to be presented to the Assembly at its sixty-first session.

Recommendation 15

The General Assembly should call on the oversight and control bodies, both external and internal, including the Advisory Committee on Administrative and Budgetary Questions, the Board of Auditors, the Office of Internal Oversight Services and the Joint Inspection Unit, to:

(a) **Adhere to their advisory and mutually complementary functions vis-à-vis the General Assembly and the Secretary-General, thus refraining from interfering in the management of peacekeeping operations;**

(b) **Coordinate their oversight and control activities with a view to avoiding overlapping, duplication and potentially contradictory guidance in their coverage of peacekeeping operations.**

19. The recommendation is noted.

Recommendation 16

The Secretary-General should:

(a) **Review the current disparity between the financial and human resource management cycles with a view to submitting a recommendation to the General Assembly to harmonize them;**

(b) **In the context of the preparation of the review to be undertaken on the subject by the Office of Internal Oversight Services, streamline the process from the stages of preparation to the submission and approval of peacekeeping budget proposals.**

20. The Secretary-General accepts recommendation 16 (a) in principle. With regard to recommendation 16 (b), the Department of Management, in collaboration with the Department of Peacekeeping Operations, will review the recommendations of the Office of Internal Oversight Services with a view to identifying areas of duplication in the budgeting process, accounting process and other operational areas.